



1 October 2005

THE 16TH CHAIRMAN'S GUIDANCE TO THE JOINT STAFF

-Shaping the Future-

I. INTRODUCTION

We are at war against an enemy whose publicly reiterated intent is to destroy our way of life. In response to this very real and present danger we must execute our responsibilities with a sustained sense of urgency. I do not want the Joint Staff to run faster and jump higher. To the contrary, I want you to stop doing things that do not contribute to shaping the future and focus your extraordinary talents and energies on defeating this enemy.

As the 16th Chairman of the Joint Chiefs of Staff it is an honor to lead this superb team. As Vice Chairman, I had the privilege of working with you for four years and I know your abilities and dedication are without peer. Your professional excellence will ensure we meet the many challenges that lie ahead.

Every individual on this staff, civilian and military, is critical to our success and is valued. You make a difference every day and you should feel a justifiable sense of pride in your contribution to the defense of America. Thank you for your service!

This Global War on Terrorism--a war of long duration--differs in many ways from that for which most of us have spent our time in service preparing. Our focus in this fight is not on kinetic effect against a massed enemy, but increasingly on the search for individuals and small cells of terrorists. Our opponents are ruthless and elusive but they are also vulnerable. Resourcefulness and organizational agility will enable us to prevail in this just cause--and prevail we will.

Our proper emphasis is on the War on Terrorism but we must remain prepared to conduct the full range of military operations. We will remain a force capable of defeating any opponent. Our challenge is to apply our

experience and expertise in an adaptive and creative manner, encouraging initiative, innovation, and efficiency in the execution of our responsibilities.

This Guidance provides the Joint Staff with strategic direction to ensure unity of effort as we go about our duties in the service of the Nation.

II. INTENT

The Joint Staff will be an agile, empowered, innovative, and results oriented organization, which supports the Chairman in the execution of his duties as the Principal Military Advisor to the President of the United States, the Secretary of Defense, and the National Security Council. The Chairman's role is to be a clear and independent voice, providing the best military advice in an apolitical, non-partisan manner. As a member of the Joint Staff, you will help to shape that advice. It is a sacred charge entrusted to us by the citizens we defend.

As the Principal Military Advisor, the Chairman of the Joint Chiefs of Staff advises on both policy formulation and policy implementation. The Chairman's responsibilities include strategy development, definition of roles and missions, contingency and strategic planning, programming and budgeting, and sustaining readiness, along with other functions as delineated in US Code.

The Chairman, and by extension the Joint Staff, is not in the operational chain-of-command and has no operational authority. Our task is to articulate the orders of our President and Secretary of Defense to those who do have that operational authority and to support the efforts of those empowered with it. We must be of assistance to the combatant commanders as they carry out the missions they have been assigned.

The key to the staff's effectiveness, therefore, is to understand its role, remain within its bounds, and function in a collaborative manner in active partnership with the Office of the Secretary of Defense (OSD), the combatant commanders, the Services, the combat support agencies, the interagency, and Congress. We should help others succeed.

It is not enough for us to be successful in responding to today's challenges. We must help shape the future by identifying those actions which we can take now at a fraction of the cost of what it would take later to respond to a preventable crisis.

All nations face significant national security challenges. Many, like the United States, are acting in what they believe are the best interests of their citizens. The decisions those nations make and the paths they choose will significantly shape the world of our children and the challenges that will confront Americans in uniform in the coming decades. While the military is but one element of our Nation's power, it can play an important role in this process. Our experience in the military aspects of such decisions has relevance to others and should be shared.

III. PRIORITIES

My priorities are mutually supportive. Success in one will support success in others while delay in one will impede success in others. We must aggressively identify those factors impeding our success, develop plans to overcome them, and establish metrics with which to assess our progress.

A. Win the War on Terrorism

Our enemies are violent extremists who would deny us, and all mankind, the freedom to choose our own destiny. Finding this distributed, loosely networked enemy is the greatest challenge we face. We must find and defeat them in an environment where information, perception, and how and what we communicate are every bit as critical as the application of traditional kinetic effects.

This is a war of long duration and we must plan and adapt accordingly. We are now four years into this campaign and should ask ourselves if the changes we have made to date are achieving the necessary effects. What additional changes are needed? Is the level of effort reflected in the level of return? How do we measure our progress?

We can take the fight to the enemy on the battlefield and we will prevail, but that is not enough. We will not defeat terrorists solely through the use of force. We must assist others to create good governance and the rule of law—shaping an environment that precludes the flourishing of terrorism, much as a healthy body rejects the onslaught of disease.

We must harness the elements of national power to win the War on Terrorism. My military advice to our Nation's leaders will favor recommendations that integrate and coordinate our efforts with the work of others fighting this war. Through closer coordination within the Department of Defense and interagency we maximize the impact of our military power and build trust, synergy, and momentum. We will focus on a collaborative approach to winning the War on Terrorism, building and enhancing interagency relationships. Look for ways that the military instrument--and the way it is applied--can complement and strengthen the actions of other elements of national power.

It is our collaborative efforts with our OSD counterparts, the interagency, and our Coalition partners that will ultimately determine our success in this war.

B. Accelerate Transformation

Transformation is a continual process, not an end state. We must transform if we are to meet future challenges. Transformation is concepts and practices, technologies and capabilities, roles and missions, organizational structures, internal processes, doctrine and education, personnel policies, and much more. It applies to all--Active, Guard, and Reserve; officer and enlisted; and military and civilian.

It is as much a mindset and a culture as it is a technology or a platform and at its heart is a willingness on the part of the individual and the organization to embrace innovation and accept analyzed risk. We must influence both its direction and rate of change. If we do not change a single tool at our disposal, but simply change how we employ those tools, we will make significant progress in transformation.

We will focus not on defining transformation, but rather on promoting transformation across a broad spectrum of endeavors.

C. Strengthen Joint Warfighting

One of our central tasks as a staff is to strengthen joint warfighting. The goal of warfighting must be to produce a force capable of swiftly and decisively defeating any enemy. It is a prerequisite to winning the War on Terrorism and will significantly accelerate and be accelerated by transformation. This will require collaborative and innovative solutions to difficult cultural and resource challenges. We must transition from an interoperable to an interdependent force where different capability sets can be rapidly integrated to achieve desired effects. Innovative operational concepts, training, and experimentation along with a focus on teamwork are key to success. Driving the development of warfighting concepts, architectures, and capabilities will be a primary means to achieve this priority.

Equally critical will be the actual implementation of the many lessons we have gained in the course of this ongoing fight. Lessons learned must be tied to executable actions, for without implementation, lessons are never truly learned.

We have also gained a wealth of operational experience, knowledge, jointness, and savvy in this war. Those who have combat experience must be recognized as a significant resource and should be assigned where we can best employ their knowledge and experience.

There need be no conflict between Service experience and joint warfighting. To the contrary, I want you to bring your Service perspective to the decision process. The strength of this staff, like the strength of the Nation, lies in the articulation of multiple views. This leads to best of breed alternatives. Individual Service perspectives brought together jointly foster better solutions, which we then execute in a joint framework. We must strengthen the capabilities of the force without sacrificing the expertise and uniqueness of Service culture from which joint competence flows.

D. Improve the Quality of Life of our Service Members and our Families

Bringing our people home alive and intact is Quality of Life Job #1. The best leadership, the most innovative tactics, the best equipment, and the best force protection are indispensable to this goal.

We must show respect for the men and women who serve this country in the way we man, train, equip, mobilize, deploy, employ, sustain, redeploy, refurbish, and demobilize the force. This applies to the total force--Active, Guard and Reserve, military and civilian. The number and diversity of the organizations involved dictate that we take a systemic and holistic approach. We must be mindful of the effects of making changes to the quality of life of one portion of the force on the others and of the second and third order effects of initiatives in this area.

Respect begins at home. Leaders on the Joint Staff must ensure that as we focus our energies to attain our goals we do so in a manner that provides for a surge capacity among our subordinates and their families. Leave, liberty, and good health are force multipliers. Our service to the Nation is a marathon, not a sprint, and we cannot succeed in our duties if we do not pace ourselves accordingly.

We have been entrusted with a force built on the ethos of a warrior. The quality of life initiatives we recommend must preserve that ethos while ensuring the Service member and his or her family receive the support and peace of mind they so richly deserve.

IV. ENABLERS

The following are key enablers that are critical to accomplishing our priorities. Achieving them will require a commitment to innovative and efficient solutions.

A. Organizational Agility

We must become a more agile staff, capable of reacting to change and executing our responsibilities more efficiently and effectively. To do so we must

focus our energies, our organizational structure, and our resources on those key areas within our purview having the greatest impact on our priorities. We should conduct a fundamental assessment of our organizational structure.

We must identify those changes in authority that will facilitate more effective, efficient action. We must also help close the seams and gaps across the staff, the combatant commands, the department, and our interagency partners--areas where responsibilities and authorities are not clearly defined, resulting in duplication, ambiguity, or lack of focus.

We must evaluate the processes the Joint Staff uses to execute its daily functions, to include our designated response times and our ability to provide timely recommendations, sound advice, and useful feedback. This staff is a collection of the best our Nation's military has to offer, and we must harness this intellect and drive to identify "best of breed" processes to support the mission. Experience, born of longevity in key positions, will positively impact our efforts to increase staff efficiency.

We value and respect every member of the team, and we demonstrate that by not wasting their time. This will require a deliberate and candid look at our workload-- what are we doing that we shouldn't be? Are we effects focused to facilitate best results? We must discontinue unproductive work and products that are seldom used by others. This will free resources for investment in those things we should be doing but which we are not.

Devote time to think, read, and write. Intellectual breadth and perspective lead to solutions. We cannot gain their benefit if we are unable to periodically detach ourselves from the day to day tasks that are a necessary part of our duties. Each of us must regularly carve out time to look beyond the present.

We must also address the quality of our writing. Effective communication is a core element of organizational agility, and we must discipline ourselves to describe issues and recommend solutions with clarity and precision. Time and energy devoted to clear, precise communications serve our staff, our seniors, and our subordinates well. Write simply.

B. Speed of Action and Decision

Speed is critical to our future success. Improved speed of action and decision is one of the more important services we can provide our Nation's leaders and those we support in executing the operational missions of the department. Improved speed of decision is not the same thing as making hasty decisions. Quality assessment is a critical element of an efficient decision cycle. We must discriminate between speed and haste.

Upward leadership and individual empowerment are force multipliers. I count on each of you, as I do myself, to ask questions. If something does not make sense indicate that up the chain and ask why. I also count on you to identify those issues which merit my attention and those that can best be handled at a lower level. Recognize decisions that are yours to make--and make them. Recognize those that are your senior's, and move them forward expeditiously.

Two cultural factors work directly against an increase in our speed of action and decision: avoidance of risk, and a reliance on consensus as the primary vehicle for decision making. We must overcome these to avoid stagnation.

Risk is an inherent element of our business. We must identify it up front and never assume it away, but we cannot allow it to stop us from moving forward. Our emphasis should be on recommending solutions that offer flexibility as a hedge against uncertainty.

We must accept that some issues cannot be solved at a lower level. Blockage may occur among action officers, division chiefs, J-directors, or higher. Rather than waste the time and energy of our people, identify such contentious points early. If we cannot reach agreement on an issue within a reasonable amount of time then we must be comfortable indicating so to our seniors and move the issue forward. This is as true for the action officer as it is for me. The key is to make sure that all are aware of the disagreement and are prepared to address the issue as it moves forward. We must give primacy to the objective and not the process.

Consensus can be a worthy goal but not if the ultimate outcome is a recommendation that is so diluted it fails to satisfy the requirement or issue at hand.

Conversely, we must identify a mechanism to move lower level consensus forward more quickly for final approval. We must find the appropriate level at which all aspects of an issue have been properly addressed and empower that level to more quickly formalize a decision.

In addition, we must link senior decision makers in our organization with the action officers who have the greatest knowledge of an issue. When the detailed answers to questions are readily available to senior leaders, we can generate good decisions more rapidly.

Actions and decisions are also enabled by precise data--data truly relevant to the issue at hand. Our processes and data collection must produce predictive analysis to enable shaping action.

C. Collaboration

Collaboration is a powerful tool in achieving optimal solutions and overcoming disagreement. It enables us to function as part of a larger team, within our own staff, the Department of Defense, the interagency, and ultimately with our Coalition partners. The power of a team is vastly superior to that of an individual--whether that team be composed of people or of nations.

Our collaborative effort with OSD is critical to enhancing effectiveness in the interagency and can enable the interagency to function more like an integrated task force.

We must constantly ask ourselves who else needs to know what we know. Give others the benefit of your best thoughts; do not work in isolation. No one of us is as smart as all of us thinking together.

Standardized, interoperable, and readily available tools, which facilitate collaboration across a broad set of partners, are needed. Such collaboration tools can help us overcome the tyrannies of time and distance and enhance speed and precision in execution. Common operating pictures and common

data packaging are essential. We must create or adopt those tools with the greatest applicability.

D. Outreach

We can both learn from and help others through a proactive outreach program to nontraditional partners. Academia, industry, think tanks, and a host of other organizations possess a wide-range of expertise and insights invaluable to finding solutions to our most pressing problems.

Our Coalition partners have significant insights to share with us as well. Our friends at home and abroad are our natural allies in this war, and we should seek to partner with them at every opportunity.

Outreach also extends to our duty to assist others in the execution of their responsibilities and to ensure that the American public has the opportunity to interact with their military. We should regularly interact with our fellow citizens, through speaking opportunities, participation in civic events, interaction with elected representatives and their staffs, and through the media. Americans need to see their military and to have the opportunity to dialogue with us. A direct link with the citizens we defend is a core element of the American construct.

E. Professional Development

Each of you represents the greatest resource of this organization. Training and education are fundamental to your professional development and I encourage all members of the Joint Staff--officer and enlisted; Active, Guard and Reserve; and civilian to pursue these opportunities. It is incumbent upon each of us as leaders to ensure we develop our subordinates and to support those training and education opportunities available to them.

Our civilian employees are a special resource. Their long term continuity and expertise in critical areas is a force multiplier--one that we must hone to its full potential. It is the duty of every supervisor to understand the workings of the civilian personnel system and to ensure that our civilian work force does as well. We must ensure our civilian service members are positioned to succeed.

The best investment we can make is in our professional development. Successful organizations are learning organizations.

V. CONCLUSION

We have much to do. We are at a critical time in the history of this great country and find ourselves challenged in ways we did not expect. We face a ruthless enemy intent on destroying our way of life. Generations of Americans have sacrificed and died that we might inherit the freedoms we all enjoy today. It now falls to us to protect those freedoms for our children and our grandchildren. The Nation and the extraordinary men and women who serve in our Armed Forces require our best efforts--they deserve no less. I know you will deliver. It is my distinct honor to serve alongside you, and I thank you again for your service to our country.

A handwritten signature in black ink, appearing to read "Peter Pace". The signature is stylized with a large, looped "P" and a cursive "Pace".

PETER PACE
General, United States Marine Corps
Chairman
of the Joint Chiefs of Staff